
**Engaging with the Night Time
Economy Community:**

**Finding Ways to Enhance Violence
Reduction Across Leicester City.**

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1. Executive Summary

This report documents the outcome of a series of consultations with the night time economy community in Leicester city. Its focus was to explore the ways in which this community and its stakeholders views and responds to the incidence of violent crime. The report describes the rationale and approach to understanding violent crime in the night time economy in the context of Leicester city. A number of key messages and themes have been identified as a result of this consultation. These messages have helped to secure a number of priorities to assist with violence reduction in the night time economy and more broadly enhance harm reduction associated with alcohol consumption. The report captures what Leicester city is doing well and highlights additional areas to enhance good practice for all stakeholders. A consolidated and joint approach is imperative to securing good working relationships across the night time community in order for it succeed. This executive summary highlights the key points of the full report.

Rationale and Approach to the Consultation

- Violent crime reduction has been identified as a priority for the Safer Leicestershire Partnership.
- Common assault was identified as an area which required attention in Leicester's city centre and the West of the City. It was also observed that common assault and other violent crime was occurring more frequently during the night time periods, especially those where individuals visit these areas to consume alcohol.
- An audit of the night time economy in 2011 highlighted a number of complex issues associated with violence and the night time economy. In addition Leicestershire police conducted a review of violent crime data in the night time economy in 2011. Although useful, it was recognised that a much deeper understanding of the practices of key stakeholders was necessary in order to develop strategies to bring about harm minimization and a safer night time experience for all stakeholders.
- A series of consultations occurred in 2012 which was led by an independent researcher from De Montfort University. Key stakeholders who included licensees, door supervisors, police, clinical staff, volunteers and key strategic and operational staff took part in a series of group discussions to describe their practice and their views on violence reduction.

What Research says about Violence in the Night Time Economy

- The causes and impact of violence in the night time economy have been closely associated with the consumption of alcohol. Using geographical techniques research has identified that violence increases during 'hot times' and in 'hot spots'. Extended opportunities to consume more alcohol as a result of relaxed licensing hours have also been attributed to an increase in violent crime. Injury is an outcome for some of the violence that occurs during these times and more recently clinical data has been used to understand the scale of violent crime. It is widely acknowledged that the extent of violence is not fully understood, with a large proportion going unreported.
- Significant contributors to violent crime in the night time economy include; drunkenness- exacerbated by long drinking periods extended by 'pre-' and 'back-' loading and the availability of cheap alcohol, previous involvement in violence, drinking in single sex groups, young and male. Violence is also increased in spaces where crowds can gather, where loud music is played and in standing-only venues.
- Police typically employ two generic models of policing for the night time economy; community/preventative policing and reactive/fast response. Together these use intelligence and knowledge of the community to deliver their services.
- Clinical provision typically provides static care within A&E departments. More recently mobile and specialist units have been deployed at night time periods to slow down entrants to A&E. Research indicates that the night time periods have demanded an increase in staffing to manage an increase in alcohol related injury. Some departments now provide alcohol specialist nurses, alcohol screening tool, and joint working with police officers to promote harm minimization.
- Door supervisors contribute significantly to the regulation of the night time economy. Volunteers like Street Pastors provide additional pastoral care for vulnerable night time users.
- A range of prevention and intervention strategies have been trialled and implemented to assist with violence reduction in night time economy contexts. These include practices and techniques adopted by licensees and door supervisors such training for dealing with drunkenness, drinks or entry refusal and ID checking. The adoption of banning patrons, using plastic glasses instead of glass and pub/club watch initiatives. Policing has also used high visibility techniques to increase police presence, test purchasing, targeting hot spots and

vulnerable venues, the use of dispersal orders and training the drinks industry. Local government initiatives include coordinated transport arrangements, multi-agency working, temporary road closures and replacing conventional street lighting with 'white lighting'. Public health interventions include harm minimization awareness campaigns and alcohol screening tools.

Key Findings

- Maintaining standards across the night time economy is achieved through compliance with regulations and good practice. Balancing safety and working within resources and creating a healthy economy can be a challenge. There is a strong desire to maintain and extend standards. Barriers to this included lack of understanding about other services, working relationships, ability to invest in better practice and access to support.
- Good practice includes: coordinated forum through Citywatch to access support, advice and their radio service, licensee practices within venues to maintain compliance with Licensing Act, the city's shared agreement not to sell alcohol cheaply, designing in environmental features to keep night time visitors calm in venues, use of experienced and legitimate door supervisors, regulation of the security industry, joint local partnership between licensing and specialist licensing officers, focused policing- licensing officers and dedicated night time economy responsive teams, high visibility policing in hot spots, joint police and paramedic mobile unit- POLAMB, availability of voluntary services.
- Access and availability of training is limited across the city for all stakeholders. Despite training being available, this is uncoordinated and lacks consolidation. There is a desire for more frequent and diverse training to enhance knowledge and practice.
- The supply of alcohol across the city that exacerbates drunkenness and disorder has brought about a stigmatization of the industry and for licensees and door supervisors this has meant they are unable to promote their professionalism more extensively. There is evidence to support that licensees and door supervisors do accept a duty of care for their customers but it was felt this was not widespread or acknowledged by other stakeholders.
- Dealing with difficult situations as a result of drunkenness is a pressure point for all stakeholders. Stakeholders are routinely subjected to abuse (verbal and physical) from night time visitors. Stakeholders who used the Citywatch radio felt that this facility should be used more to help tackle these issues and help other services and visitors to keep safe.

- There is some frustration about the ways in which offenders of crime and anti-social behaviour are dealt with. Confidence in the Section 27 disposal (dispersal order) is limited.
- All stakeholders expressed some misunderstandings about what other services can do. As a result disproportionate expectations of services have emerged. Achieving trust and sound working relationships between services is limited by lack of understanding, negative experiences of services, stigma and ability to forge relationships based on time and resources.
- The night time economy in Leicester is diverse in terms of places (including types of venues), people and behaviour. Open and transparent communication and targeting the right resources to the right places at the right time can enhance this. Problems arise when crowds are able to gather, transport remains limited, extended availability of alcohol (including off-licenses), litter is allowed to gather, response times are delayed by accessibility issues and the availability of food is limited.
- Competing agendas between stakeholders is a barrier to enhancing working relationships and subsequent partnerships. Limited resources were identified as a significant barrier.

Recommendations:

In the Short Term:

1. Maintain expert roles in service delivery i.e. licensing officer, licensing police roles, POLAMB, alcohol specialist nurses.
2. Widen and increase engagement and membership to Citywatch.
3. Promote and train venues and security companies to use the Citywatch radio more routinely. Carry out an audit of use of radio.
4. Promote alcohol harm agendas to venues and night time users. Maintain limits of cheap sales of alcohol, better promote sale of soft drinks and food.
5. Begin robust exploration of routine incident, crime and anti-social behaviour data. Understand patterns and trends according to repeat offender/victim, location, injury, alcohol consumption etc. Feedback the findings of this analysis to stakeholders.
6. Review position of Night Zone by considering a mobile unit which can cover the whole city or look to a more central location. Seek out sponsorship from venues to support this service.
7. Put together a getting home safe strategy across the whole city i.e. Safer Routes, taxi marshalling and staggered closing times.

8. Enforce temporary closure of Belvoir Street on Friday and Saturday evenings to enable faster response times for emergency services and assist in dispersal of crowds from the area.
9. Maintain knowledge of hot spot areas and types of incidents. Consider whether these locations and incidents need careful promotion across the night time community.
10. Restate licensing policies and offer support to venues and door supervisors to maintain standards.
11. Set up events and future engagement exercises to bring together the night time community to share good practice, discuss their roles and document enablers and barriers for strategic stakeholders to find solutions.
12. Allow the community to receive feedback on crimes and incidents i.e. via a website, email or SMS texts.
13. Review sanctions available to deal with disorder i.e. the use of ASBOs and restorative approaches.

In the Medium Term

1. Develop a consolidated training strategy across the night time community to include bespoke training for different stakeholders:
 - Licensees, bar staff and door supervisors- drinks refusal techniques, dealing with conflict, personal protection, health and safety, ID checking, compliance with Licensing Act, career development packages, Citywatch radio training, understanding violence.
 - Dedicated policing teams- mentoring and shadowing of experienced police officers, shadowing of licensing enforcement, understanding disposals in the night time economy, learning about other stakeholders' practice such as shadowing door supervisors.
 - Clinical and voluntary sectors- personal protection including refreshers, dealing with conflict, mediation skills, Citywatch radio training.
 - Continuing development of public services training- train stakeholders on night time economy specific issues i.e. developing nursing roles to become night time economy specialists.
2. Pilot and design customer management plans for venues and incorporate into licensing conditions.
3. Re-launch, promote and extend Zero Tolerance campaign across health sector and more broadly to the night time community.
4. Introduce public toilets in the city centre.
5. Monitor litter and disposal around hot spot areas with a view to reducing injury.
6. Work with groups to promote alcohol harm and develop strategies to address behaviour of these groups i.e. Student Unions, youth and community groups.

7. Look to other voluntary agencies to also support the night time economy i.e. St Johns Ambulance.
8. Consider how regulation of the security industry can be improved to allow more local.
9. Consider the introduction of 'white lighting' across the city to replace yellow lighting.

In the Long Term:

1. Tackle 'pre', 'side' and 'back'-loading of alcohol by developing a strategy to enhance harm minimization. Work with local businesses including independent and corporate organisations to develop responsible local strategies to minimize alcohol harm.
2. Explore legitimate ways to enable night time visitors to validate their age without carrying valuable ID i.e. making use of mobile applications that the industry and public services accept.
3. Provide other leisure opportunities in the night time economy that are alcohol free.
4. Incorporate mechanisms for the night time community to feed into decision making processes in relation to strategies, initiatives and projects i.e. lay membership from the community to multi-agency strategic groups and also a 'suggestion box' type mechanism.

The key messages from this consultation have already begun to inform a number of actions by key strategic and operational stakeholders. These recommendations were presented at an event which brought together key stakeholders. Attendees had an opportunity to discuss the recommendations in light of the findings of this consultation. The feedback provided the task group with a view of priorities and feasibility. As a result three strategies were identified to mobilise action; *communication strategy*, *training strategy* and *reducing harm strategy*. These strategies are intended to link to Leicester city's Night Time Economy Action Group and the Alcohol Delivery Group and this subsequent action plans were produced.

2. Introduction

Violent crime reduction is one of the priorities of the Safer Leicester Partnership's (SLP) All Crime Group. In November 2010 common assault was identified as an area that needed attention. With the view to ensure multi-agency engagement the SLP sought a lead from the Drug and Alcohol Action Team (DAAT). Further analysis was conducted on common assault and it was identified that the City Centre and West of the City were areas of concern. Leicestershire Police also carried out a study around response times in the West. It was observed that violent crime, alcohol and the night time economy were correlated. As a result, the focus for violent crime reduction became part of the current Violence in the Night Time Economy task group.

The Violent Crime Reduction task group carried out an audit of the night time economy in 2011 and several complex issues were highlighted. The research evidence on violence and the night time economy is extensive and it was recognised that the group should be informed by some of this. Yet in order to understand the practice and activity across the night time economy in Leicester city a considered approach that was sensitive to the needs of the night time economy community was necessary. In order to capture these needs the group appointed an independent researcher from De Montfort University (Victoria Knight) to assist with a range of stakeholder engagement exercises and synthesize the evidence from this.

This report documents and reflects on this engagement process by outlining the enablers and barriers to creating and sustaining a safe night time economy. This engagement exercise has provided contextual evidence that is grounded in the needs of Leicester city's night time economy. This approach will provide decision makers and practitioners with practical evidence to support the needs of the night time economy community with a view to working towards a safer experience for all stakeholders.

This report begins by describing the current picture with respect to violence in the night time economy. It will then go on to report wider national and international research on violence, alcohol consumption as well as policy and practice issues for the night time economy. The next section will describe the process of this engagement exercise. The next section will report the key findings including evidence of good practice and gaps in service provision. The final section ends by adjoining

the outputs of the consultation with both local and national policy and research. It ends by making a series of suggestions to develop an action plan

This report has been supported by Safer Leicester Partnership and associated partners including members of the All Crime Group, Violent Crime Task Group and the Reducing Violence in the Night Time Economy Task Group. The multi-agency partners from police, licensing, the drug and alcohol team and Citywatch directors have worked hard to enable a lengthy engagement exercise.

Additional gratitude is therefore extended to the participants of the engagement activity from across the diverse night time community including licensees, door supervisors, clinical staff, dedicated policing teams, CCTV and voluntary agencies.

3. Violence in the Night Time Economy- The Current Picture in Leicester City

Licensing for the Night Time Economy in Leicester City

The current Licensing Act 2003 has seen an increase in the number of on-license premises opening across Leicester city. Whilst this has extended the night time's economy there has been a number of implications on the ways in which the night time now operates. The night time economy, as in all major cities and towns throughout the UK, operate for much longer periods of time. Many bars and clubs now stay open late into the night/early morning. Governing and regulating the night time economy has now become extensive and many stakeholders are now required to deliver extended services such as the police and health professionals.

Whilst this is productive for the economic climate of Leicester city, the extension of longer opportunities for night time users to consume alcohol for longer can, as research has indicated, exacerbate incidents of violence, injury and anti-social behaviour (see Section 2). This of course has cost implications, particularly for public services. Supporting this industry (see Table 1 below) is a range of services funded by the public purse. Whilst this investigation does not review these costs, an acknowledgment of the support that is offered to responsibly care for the supply and impact of alcohol cannot be underestimated. Fundamental to supporting bars and clubs in Leicester city is ensuring that licensing conditions are adhered to and this demands extensive input from the City Council Licensing Department and specialist police licensing officers.

Violence and Criminal Incidents in Leicester City During the Night Time Economy

Establishing a firm grasp of the incidence of violence and criminal activity during the night time economy is challenging. Moreover establishing the relationship between this and the consumption of alcohol is also difficult to measure. Whilst crime and also injury related statistics can be informative, research has indicated that this does not necessarily reflect the reality and accuracy of alcohol related harm- violence and injury. A recent NHS report outlines that alcohol related crimes in the last few years are decreasing both nationally and locally. Their report compares Leicester to seven other areas and Leicester is ranked third highest during 2010-11 (Gunther 2012:39). Nationally alcohol related violent crimes on average are 5.5 per 1000 crimes, whereas in Leicester this currently stands at 9.5 per 1000 alcohol related violent crimes (ibid:39). This figure means that Leicester is

ranked highest across comparative areas and is reported as 1.7 times higher than the average across England in 2010-11 (ibid:40). This report also identified that the city centre (Castle ward) has the most number of alcohol related offences across the entire city (ibid:42). Another report led by the Joint Partnership Strategic Assessment 2010/11 for Leicester city and county outlines that ABH offences (which result in injury from a weapon) mainly occur between Friday and Sunday, with over half of these related to alcohol (67.5%). The report suggests this could be associated with the night time economy.

Analysis conducted by Leicestershire Constabulary in 2011 (Painter 2011) explores the incidence of violent crime within the city centre. This report is useful in tracing the types of violence detected across the city and also maps these incidents according to location in the city. Additional demographic detail is also highlighted to describe the perpetrator and the victim. Key messages from this report include:

- 52% of violent crime occurs within the City Basic Command Unit or city centre (2010/11)
- Violent crime has decreased from previous years by 14% (2009/10 to 2010/11)
- ABH-Section 47 (67%) and Common Assault (27%) account for the largest number of violent crimes committed within the city.
- Whilst ABH- Section 47 has decreased, Common Assault has increased from 262 in 2009/10 to 300 in 2010/11- a 15% increase during the night time period.
- Of all the crimes recorded during this period it was noted that over 50% of violent crimes were alcohol related. However detection of the consumption of alcohol is not systematically recorded. Serious violent crimes like GBH exceed 70% for alcohol consumption.
- Young adults (18-24) are much more likely to be involved in violence than older adults and are usually White British or Black Caribbean.

With the identification of 'hot spot' areas largely determined by the incidence of crime, this report provides important trends about the types of violence that are likely to take place across the city in terms of location and also time. Moreover, trends in violence leading to injury were also accounted for. The most prolific violent crimes, ABH and Common Assault are more likely to take place across all hot spot areas. More serious crimes however tend to deviate away from hot spots. Identification of hot spots is determined by to frequency of crime rather than seriousness. This type of intelligence is important for enforcement and clinical support to

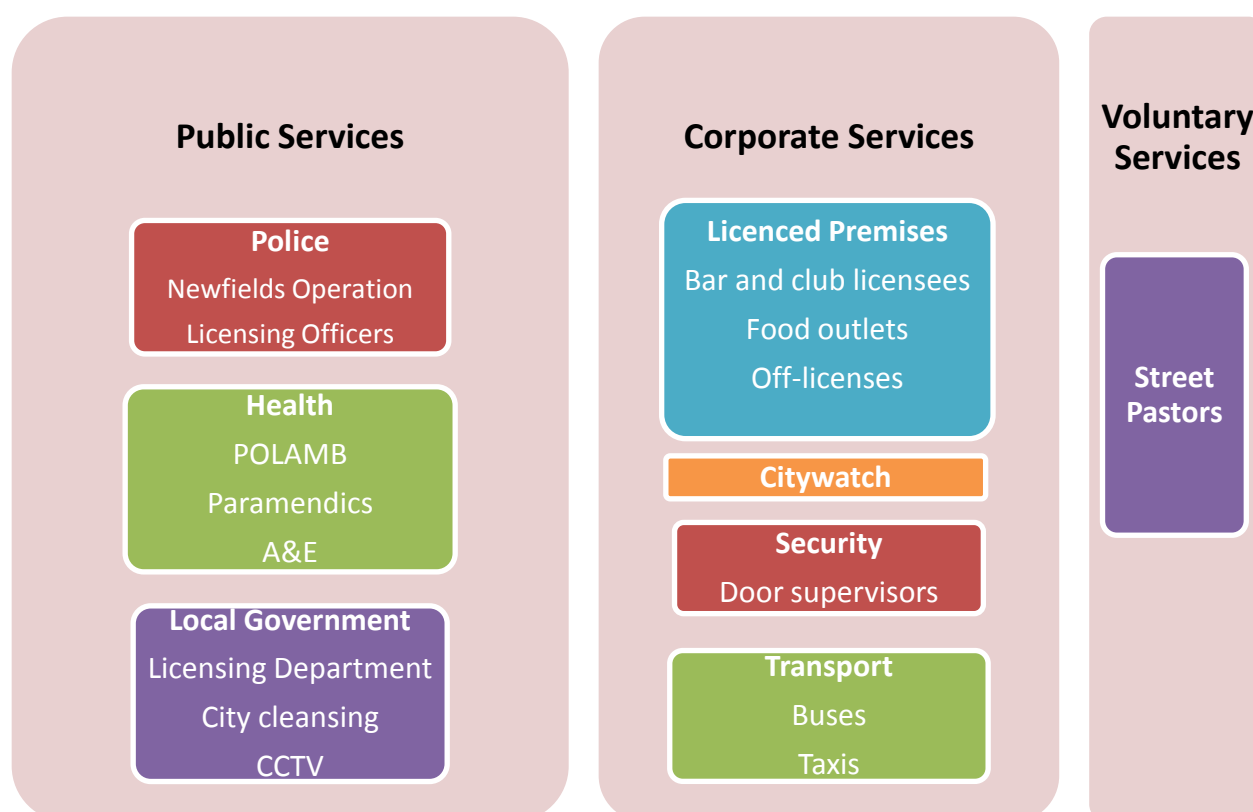
deploy their services. Moreover, strategic partners and support to licensees and door staff can also be shaped by this information. Identification of hot spots and also hot times does mean that enforcement activity is likely to increase across these areas. It is therefore more likely the detection of crimes will increase if police presence is also increased. The limitations of this particular study on violent crime mean that the confidence in correlating alcohol to violence cannot be achieved. Moreover, this data is unable to track repeat offenders, those that are committing similar offences at similar times and/or under the influence of alcohol.

As of 2012 the target within Leicester city is to reduce Violent Crime by 5%. Current figures outline that this target is reduced by 9%.

The aim of this report is to build on this current picture of Leicester city's night time economy and violence. It records how the night time economy is organised and stakeholders are contributing to violence reduction and overall safety and harm minimization.

Key Services across the Night Time Economy

Several initiatives and services operate across the night time economy. The key services in Leicester city are listed in Table 1 below:



4. What Research Says about Violence Reduction in The Night Time

Economy

This section reports the key messages from national and international research. A thematic search was conducted relating to areas which include violence and violence reduction/prevention, alcohol consumption and service provision in the night time economy (police, health, licensing, security, voluntary sector etc). This section has been thematically arranged to capture 1) the causes and impact of violence, 2) the kinds of responses to violence and disorder and 3) the kinds of prevention and interventions that have been trialled and evaluated both nationally and internationally.

Causes and Impact of Violence in the Night Time Economy

Violent behaviour in the night time economy has a significant relationship with the consumption of alcohol (Burrell et al 2009; Budd 2003). Research which uses crime mapping techniques has also confirmed that detected and recorded violence typically occurs in 'hot times' i.e. 9pm-3am and in 'hot places' or spots usually outside venues or in transit between venues (Burrell and Erol 2009; Graça 2008; Hobbs et al 2005). In 2007 the Home Office conducted a review of the extended licensing hours and found that there was a minor increase in violent crime at 3am or later (Babb 2007). Those who are most likely to be involved in recorded violent incidents are young males, with many incidents resulting in some kind of injury with some requiring medical intervention (Hobbs et al 2005). It is also widely recognised that most crime goes unreported, estimated at approximately 59% (Hadfield and Newton 2010). Thus, more recently research into violence in the night time economy has drawn upon other data to inform the size, scale and impact of alcohol and violence related harm. This includes data and information from accident and emergency departments and the Department for Transport (Hough et al 2008; Patton et al 2007; Bellis et al 2006; Warburton and Shepherd 2006).

Significant Contributors to Violence in the Night Time Economy

This section highlights important relationships, patterns and triggers for increasing the risk of violence across the night time economy. It has been observed that a combination of these factors can increase overall risk of violence.

The availability and consumption of alcohol is acutely attributed to violence and more broadly crime and disorder in the night time economy. Hughes et al (2007) found in their survey of nightlife users that they typically consumed on average 22 units of alcohol (see also Hadfield et al 2010). They

found that extended hours corresponded directly to increased levels of consumption; customers were drinking more alcohol over a longer period. Coupled with this, over half (57%) of nightlife visitors have consumed alcohol before they have come out (Hughes et al 2007). Hughes et al (2007) found that nightlife visitors who 'pre-load' were at greater risk of alcohol related violence, disorder and victimisation (including injury). They recommended that a review of this practice would need to include work with off-licensed premises as 'well meaning initiatives to improve city centres may simply push excessive drinking and related problems, including violence, into home environments and local communities' (ibid). It was also noted those at risk of pre-loading can be linked to their availability of expendable income and thus could affect those from deprived communities more (see Forsyth 2010; Bellis et al 2005; Howe and Crilly 2001). Measham and Brain (2005) explain that 'determined drunkenness' is a behaviour typically associated with those who find themselves involved in alcohol related violence. Thus the longer individuals drink the more vulnerable they are to violence and associated risks.

Other risk factors which increase an individual's risk in alcohol related violence include previous involvement in violence (either as perpetrator or victim) (Homel and Tomsen 1993), single sex groups, typically young male (ibid) and seek out 'permissive' venues (Lenk et al 2006), especially those that sell cheap alcohol (Homel and Tomsen 1993).

There are also environmental factors which have also been identified by researchers that can increase the risk of violence in the night time economy. It has been found that crowded venues are more susceptible to violence (Macintyre and Homel 1997), loud music has been found to increase drinking and thus increase risk of violence (Graham 1985), standing only venues are also at risk (Homel and Tomsen 1993), venues which don't offer entertainment can bring about boredom which has also been found to increase risk (ibid). Venues which adhere to strict serving practices, provide a clean and attractive environment, serve food, provide entertainment and use plastic glasses can contribute to violence reduction (ibid; Coomaraswamy et al 2003).

Responses to Violence in the Night Time Economy

The ways in which services and stakeholders respond to the night time economy and more specifically violence and its impact is complex and varied. Research has identified that broadly the night time economy has required specialist approaches and methodologies adopted by a range of services in contrast to the day time economy.

Policing and Policing Models:

The need to police the night time has been amplified since the 1980s (Graça 2008) and this has coincided with both responses to policy and the desire by local towns and cities to create a vibrant and robust economy, whilst at the same time managing the risk and fear of crime. With relaxed regulations on the availability of alcohol in the advent of the Licensing Act in 2003, trends in disorder and violence has increased during these times, particularly at weekends (Hadfield and Newton 2010). This has had a direct impact on the ways nightlife is now policed and has resulted in strategic and directed responses and operations by police forces. Berkley and Thayer (2000) found that policing models were required to provide dedicated policing units as well as specialist officers who worked directly with licensed premises to establish good working relationships and ensure venues worked compliantly within licensing regulations. Their research found that policing models were also required to deal with crowd behaviour and dispersal; reactive, preventative and community models were recommended to manage nightlife. These models are typical of nightlife provision across most cities and towns in the UK (Chatterton 2002).

Evidence based practice steers the policing of the night time economy community. Proactive licensing officers not only assist in compliance of the Licensing Act, but also work with the community to gather intelligence. The deployment of policing during the night time is also steered by their own data in relation to incidents and crimes and thus deployment of street and mobile police units is acutely dictated by this information. How deployment of policing is mobilized across cities and towns can vary and is determined by a range of factors- such as geography of centres, availability of resources and local practices. Eastern (2008) found that some police forces use a flagging system to indicate where crimes were alcohol related. This is however not mandatory and the recording of alcohol related crime requires a subjective judgement by the police officers. Other more productive and reliable data that informs policing comes from time and space mapping of crime and disorder and also police demand according to time and location. Identified hot spots and times will typically determine an increased police presence as a result of this kind of evidence (Burrell and Erol 2009). Chatterton (2002) also reports how policing has struggled to keep up with the growth and extension of the night time economy and the reliance on other stakeholders such as door supervisors and CCTV operations have become important mechanisms to active policing. Moreover, the need to work with other agencies to enhance order and safety has become an important part of policing structures and decision making.

Clinical Provision

As Budd (2003) identified alcohol related violence is also demanding extended services from health providers. The night time economy is estimated to contribute to one fifth of violence of which 80% involve alcohol (Bellis et al 2006). Many studies on Accident and Emergency admissions point to a steep increase with respect to alcohol consumption, violence and use of the night time economy (Hannon and Luke 2006). As a result, like the police, the NHS has been required to respond to these issues in a number of ways. These include increased mobile paramedic units for the night time economy, increased staffing, specialist alcohol nurses (and developing alcohol screening tools and assessments (Lewis 2009; Patton et al 2007). These specialisms are part of wider approach to dealing with alcohol related harm and are not designed to deal directly with violence or the night time economy. Patton et al's (2007) extensive survey of A&E departments found that alcohol screening and assessments were varied and thus often patients who present with alcohol related injuries may not necessarily be recorded. Thus the size and scale of alcohol related harm is likely to be under-reported.

Warburton and Shepherd (2005) led a trial to examine the effect of an emergency medicine and police intervention. These agencies visited venues to raise awareness of alcohol related harm/violence with licensees and bar staff. Venues which received intensified input, support and intervention saw a reduction in the number of emergency admissions and violent incidents. This trial highlighted the value of police and clinical services working together and sharing information with venues. As a result violence was reduced within venues and in hot spot areas. This intervention had little impact on street violence, suggesting violence was instead displaced to the streets.

Door Supervision and Security:

There is a growing body of evidence from research about the role and impact of venue door supervision. Much of the literature draws parallels with policing models in which the night time economy relies heavily on 'self-policing' or regulation (Garça 2008; Hobbs et al 2002). Research has confirmed that door supervision is generally a male dominated profession and can present a series of occupational hazards, both physical and psychological (Hobbs et al 2007). Research has found that venues with robust door supervision and security do reduce the risk of harm to customers (Hughes et al 2011). In contrast, venues with permissive and aggressive door staff can exacerbate violent incidents (Homel and Tomsen 1993). Security companies are paid by the venue to make a series of important decisions on behalf of the venue, such as entry to the venue, compliance with dress codes

and identifying underage drinkers (Hobbs et al 2002). Hobbs et al (2002) found that door supervisors deploy a range of techniques to ensure the venue is both safe as well as vibrant. They reported that door supervisors rely heavily on local knowledge or intelligence of volatile and vulnerable customers, employ a range of communication skills to ensure compliance, and maintain a visible physical presence either on the door or in the venue.

Since 2003 the profession has been regulated by the Security Industry Association (SIA), where door supervisors are expected to comply with a series of security license conditions. This regulation has made certain demands on the profession to professionalize and standardize this industry by vetting personnel and demanding training requirements (see Lister et al 2001). Despite this legislation, research has demonstrated that access to training and support via the SIA is patchy, despite investment in the security license from the sector (Hobbs et al 2002). As a result, the quality of door supervision can vary between security companies and standardization of this industry is often a goal and not a reality (South 1988). At present the SIA in its present form will continue to operate under the authority of the Home Office.

Voluntary Sector

The growth of the night time economy and its associated risks has also attracted support from the voluntary sector. Little research has been conducted on the role of voluntary sector during the nightlife. However research conducted by Johns et al (2009) on the work of Street Pastors in one major city in the UK reports the qualities and criticisms of such work. Street Pastors is a Christian organisation which actively visits and patrols the night life. In their distinctive uniform they deploy 'outreach' methodologies to carry out their work with vulnerable nightlife users. The research found that the aims of their work have a crime focus by seeking to defuse volatile situations and offer nightlife users diversion away from harm and disorder. In addition, Street Pastors have no direct input into crime and disorder initiatives across local government and at the same time have no service provision accountability. As a result, other stakeholders do not necessarily work with Street Pastors to manage the safety of the night time economy. Police forces do offer this group some personal protection training and sporadically provide funds to keep the charity active, such as providing hot drinks, food and even flip flops to women. Johns et al also observed that these volunteers were often perceived by other stakeholders as vulnerable to harm and victimization.

Prevention and Intervention

There have been an abundance of preventative measures that have been trialled and also implemented across the night time economy to reduce violence and harm. These harm minimization techniques have been implemented by a range of stakeholders, many of which have required a multi-agency response and local government and agency funding. The table below captures some of the published key initiatives which have served to shape protective factors against harm within the night time economy. It is important to acknowledge that the long-term effects of these initiatives cannot be captured here. Many initiatives see positive outcomes in the short-term or during the period of intervention. The sustainability of the outcomes listed below should be balanced with the view that isolating a single set of actions cannot wholly guarantee success. No national study has been conducted to provide a global picture of implementation. The extent to which these have become embedded into routine night time economy practice is also limited in terms of success and sustainability. Instead, this list provides an overview of some of the methodologies adopted to tackle issues across the night time economy.

Stakeholder Intervention and Practice	Description of intervention and practice	What research and evidence has identified
Venue and Licensee- Responsible server training (Wallin 2005; Graham et al 2004)	Training for bar staff to deal with drinks refusal, dealing with drunkenness, conflict and underage drinkers.	Mandatory training in Scotland- yet its impact has not been fully evaluated. Anecdotal evidence suggests servers who receive the training can more confidently refuse drunk customers.
Plastic Glasses (Coomaraswamy et al 2003)	Replacing glass drinking vessels with toughened plastic to reduce injury.	Random controlled trial found that glass breakages reduced from 17 to 0 in a week. This intervention did not affect sales.

Patron banning/lockouts (Palk 2008)	Strategies to ban troublesome customers with police support in Australia.	Improved patron safety and the development of improved business strategies to manage violence and safety by venues.
Membership of Pubwatch or similar initiatives (Hadfield et al 2009)	Licensees and police share information and cooperate in crime reduction initiatives	Membership brings improved compliance with regulations, enhanced licensee community and effective security.
Policing Initiatives-		
Test purchasing (see Hughes et al 2010; with training standards LACORS 2006)	Covert testing of alcohol sales to minors.	Reductions in underage sales in high risk venues to 15% as opposed to previous failure rate of 50%.
Targeted enforcement activity (Hughes et al 2010)	Policing hot spot areas which is intelligence led, seeking to address alcohol related crime. Setting up action plans with high risk venues.	Average violent crime reduction by 85% in venues that were subjected to action plans.
High profile policing (Davidson 2011)	Increasing police visibility as part of routine practice in the night time economy.	Perceived to enhance deterrence and prioritizing crime over anti-social behaviour. Use of discretion is paramount to maintaining high visible policing models.
Use of Section 27s and Penalty	Examining police perceptions of	Displacing problems and not

Notice Disorders (PNDs) (Hadfield et al 2009)	the use of these powers	necessarily resolving them. Barriers identified with data sharing across agencies and not using this data to inform strategy and service provision.
Training and monitoring door staff	Ensuring security companies comply with license standards.	Improved compliance with SIA regulations.
Local Government and Crime Reduction Initiatives-		
Transport Provision (Wheater 2005; Richardson 2003; Brown 2000)	Enhancing public transport provision and assistance from 'taxi marshals'.	Enhancing better dispersal from crowded areas and getting people home without incident.
Statutory Partnership Working (Home Office 2007)	Bringing together multi-agencies to manage the night time economy.	Coordinated responses, data-sharing and sharing of good practice. Assistance with targeted interventions.
Temporary pedestrianised streets during night time. (Marselle et al 2011)	Manchester city selected areas for temporary road closure.	Reduction in serious violent crime and well received by night time users
Operation Drink Safe- Knobel, Portsmouth City Council (2009)	Violence reduction initiative – high visibility policing, early intervention programme for offenders, communication strategy, coordinated transport, improved lighting (white lighting as opposed to yellow).	Evaluation found a reduction in assault by 17%, criminal damage 27% reduction and drugs offences down by 22%. Some displacement of incidents to other areas occurred.

Public Health Interventions		
Alcohol screening tools (Patton et al 2009)	Tools to assist A&E staff to identify consumption of alcohol and associated harm.	Improved and streamlined treatment. Some need to share this data across agencies and identify the development of intervention strategies
Alcohol specialist nurse (DoH 2009)	Training of nursing staff to reduce alcohol harm and liaise with services	A coordinated response, assist with liaison and appropriate patient referrals.
Citysafe- multiagency response in Liverpool (see Hughes et al 2010)	Bringing together police and clinical staff to raise awareness and target resources in the night time economy including a combination of different initiatives.	40% crime reduction including violent crime and injuries seeking A&E treatment from inside venues, but not outside.

Summary of Research

Causes and Impact of Violence

- The consumption of alcohol and violence in the night time economy has been found to have a causal relationship. This has been slightly exacerbated by extended licensing hours, as this has been found to prolong drunkenness. Crime mapping data has also identified that there are 'hot times' and 'hot places' for alcohol related violence.
- The true figure of alcohol related violence is not known. Research has begun to explore other ways to understand the reality and extent of violence in the night time economy, such as examining data from Accident and Emergency departments.

- Research has found that triggers to violence include: consumption of larger quantities of alcohol, customers who 'pre-load', single sex groups (especially young males), visiting permissive venues which sell cheap alcohol and venues that are crowded, noisy and have no seating.

Responses to Violence

- Policing usually consists of two broad models; proactive community models which include specialist licensing officers and reactive units made up of mobile and foot patrols.
- Crime mapping techniques are being increasingly used to inform policing, especially to identify hot spot areas.
- Research has identified that there is a need to record alcohol consumption in relation to crimes reported during this period. This does not routinely occur across police practice.
- Multi-agency working with other services has been found to bring about crime reduction.
- Studies which have examined alcohol related injury have been informative in understanding the extent of violence in the night time economy.
- Research has identified that specialist clinical practice which includes mobile units, alcohol specialist nurses and screening tools can enhance clinical service. A multi-agency approach with police has also been found to help violence reduction inside venues.
- Robust and visible door supervision has been found to reduce violence inside and immediately outside venues.
- Voluntary agencies, such as Street Pastors are increasingly more available across towns and cities during the night time economy. Key to their role is caring for vulnerable visitors. However the impact and effectiveness of their work remains under-researched.

Prevention and Intervention

- A range of interventions have been piloted and implemented with varying success. The sustainability of these initiatives is however difficult to assess. Most research however points to the need for agencies, both public and private to work together to bring about violence reduction.

5. Engaging with the Night Time Economy- How?

A series of engagement exercises took place during 2012. Several stakeholders were invited to attend group and one-to-one discussions where they were asked to discuss their role in the night time economy. In particular they were asked to report their views on current practice and services, relationships with other stakeholders and their own strategies and views on violence reduction. Groups were identified according to their role and were conducted in isolation to each other. Representation was made from the following stakeholders:

Stakeholder Group Discussions	Size of Sample
Licensees/ Venue Managers	9
Door Supervisors	8
Dedicated Policing Team	7
Clinical (A&E staff, paramedics and POLAMB) and Pastoral Workers (voluntary- Street Pastors)	12
Members of the violence reduction in the night time economy task group- (representatives from police licensing officers, licensing, Citywatch)	4
CCTV	1
TOTAL	41

The group discussions were led by the independent researcher (Victoria Knight) and the chair of the violence reduction task group (Sue Holden) was also present. The discussions usually took two hours to complete. The literature reported in Section 3 of this report guided some of the questions asked of the groups. Hand written notes were made during the discussions and were stored securely and kept by the researcher. Contact details of the participants were also collated to ensure the messages of this exercise could be reported back to them.

A thematic analysis was carried out to identify the key messages from the evidence collated. Five themes were identified and these were presented back to the task group. In addition, an event was organised which brought together a cross-section of representatives from the night time economy community. Some of the attendees also took part in the consultation. The findings from this consultation were presented and participants had an opportunity to review and reflect on the

recommendations. This feedback provided the task group with evidence to develop an action plan and review some of the practice and services across the night time economy, in light of some of the gaps and barriers to violence reduction. These are reported in the next two sections.

6. Key Findings

Exploring ways to achieve violence reduction with stakeholders from the night time economy is complex and diverse. This engagement exercise has captured the extent of this complexity and can identify that single actions by different stakeholders are not sufficient in bringing about violence reduction. Instead, this exercise can reveal how different stakeholders can (or cannot) contribute to this goal. Central to understanding and acting upon harm minimization across this city's night time economy is the need to recognise how the providers of services behave and interact with each other. This section describes five major themes intended for review and reflection of the night time community and all that are contributing to it.

Maintaining Standards

This section captures the ways in which participants described how they are able to provide a range of services in the night time economy. Most significantly the supply of alcohol across the night time economy underpins the ways in which stakeholders strive to maintain compliance with the Licensing Act and how services address and respond to drunkenness. The ways in which all stakeholders are responding to this is governed by the need to maintain a good level of standards in their service delivery, yet this is not always seamless. Balancing safety and working within resources and securing economic viability is not easy for many of the stakeholders. This section reports how good practice can be achieved and what factors can limit accomplishing these standards. It was viewed by all stakeholders that the need to maintain standards would contribute to violence reduction and a safer night time economy. Moreover, there was a desire to improve and extend standards and ensure all stakeholders in the night time economy complied. The difficulty is that some stakeholders felt isolated and wanted to secure better working relationships.

Compliance

Stakeholders work within regulations and codes of practice and these underpin how they operate and work with each other. Moreover, the need to maintain these standards is also governable, measured and accounted for by all of the stakeholders. Being able to comply with a range of standards, most notably the Licensing Act, can be a challenge for many across the night time economy.

One such example in Leicester city is the role of the Licensing Officers, which is supported and complimented by dedicated licensing police officers. Although their roles are different, in Leicester city they work in partnership to enforce compliance of license conditions in venues and across the security sector. It is evident that the ways in which this local partnership is forged requires effective communication and support. Both reported how their work together brings about a consolidated effort, which is noticed by other stakeholders. Together the licensing department and the dedicated licensing police team have an agreed and established approach to the ways in which they enforce compliance. Licensees and door supervisors were supportive and welcoming of this approach as they saw the value of maintaining standards to ensure their businesses functioned within the law and enhanced safety. In particular, open and regular contact with the enforcement agencies allowed licensees and security companies to benefit from these relationships. Examples included advice about ID checking, health and safety regulations and dealing with difficult and vulnerable clientele. Moreover, this close working relationship means that the licensing department can support these specialist police officers and also licensees by providing a wealth of knowledge across other diverse areas in local government, such as securing referrals to other departments. Their approaches to dealing with reviews of venue licenses are also dealt with in partnership. If venues are struggling to maintain standards the licensing partnership have an agreed approach. This is a phased and incremental approach which is considered to be assistive rather than punitive. This team ensures venues are equipped with the right support and resources to secure compliance. Overall, this partnership assists in securing better standards.

The licensee and door supervisor participants agreed that maintaining good standards was important for their businesses to operate robustly and to secure a sound reputation. Many spoke about how they felt that venues and security companies that did not maintain high standards and comply with regulation. They felt this contributed to the negative stigma associated with the industry. As a result, licensees and door supervisors agreed that their working practices should work towards or maintain 'professionalism'. Compliance with regulations, codes of practice and the law were necessary for this stigma to be eradicated and challenged. Here participants wanted to see increased efforts supported by the enforcement agencies to challenge permissive practice and attitudes towards non-compliance with standards.

Participants also felt that compliance can be achieved by:

- the retention and use of experienced police officers who have a knowledge of the night time economy culture,
- the requirement for door staff to be licensed by the SIA and trained to industry standards,
- strict measures and techniques to eliminate underage drinking such as ID checking and till system checks on certain products for bar staff,
- support and training for bar staff,
- visibility of police officers across the city during key periods,
- partnership working assisted and mediated by Citywatch,
- restating and emphasizing the four objectives of the Licensing Act,
- test purchasing of alcohol sales to underage drinkers,
- use of Citywatch radio which enables contact between venues, police and CCTV,
- training for voluntary and clinical staff on conflict resolution techniques and personal protection

The difficulty of maintaining standards presents some challenges for many of the stakeholders who engaged in this exercise. Door supervisors for example were concerned about the stigma associated with their profession and they felt this prevented acknowledgement of their good practice. This can even be extended to licensees where some door supervisors reported that venues were not open to listening to their advice about risks to their venues. Door supervisors also felt that the ways in which their industry is policed (by the SIA) was not sufficiently robust and the provision of training and support does remain very limited for this sector in Leicester city.

Licensees also describe their challenges to maintaining standards. The diversity of venues means that some were more able to comply than other venues. For those venues that belong to a corporate chain, the checks and measures that are available and routinely prepared by in-company mechanisms means that compliance in the shape of audits for example is part of their daily routine- it is embedded into their practice. For smaller companies or independent venues this means that these systems and measures are not already tried and tested or even in existence. Smaller venues have no such support mechanisms and have to work hard to find ways within their business to build in assessments and weekly tasks to ensure standards are maintained and compliance of the Licensing Act is upheld. The need for intensive support from enforcement agencies such as licensing was valued in these instances. However the ability for these enforcement teams to meet these diverse demands as well as maintain enforcement would require further investment.

Good Practice

Good practice is influenced by compliance and also the ability to find secure and sustainable ways of working well together. It is also evident that good practice is also driven by personal pride and professionalism- the need to secure standards and reputations across their profession. Being able to do this can be a challenge, but Leicester city night time community are still finding ways to do this- i.e. with the licensing partnership with police, Citywatch, POLAMB and Street Pastors. It is important to note that this engagement exercise cannot reliably measure the extent or density of these examples of good practice. Instead they are an indication that good practice is occurring, sometimes in isolation, across the city. The culmination of good practice highlights how these efforts can contribute to enhanced safety. As isolated examples they cannot work towards violence reduction, but by taking a broader view the techniques, mechanisms and partnerships that are evidenced here can contribute towards harm minimization.

Citywatch

This initiative sets out to provide a mechanism for bringing together business owners and managers, security companies and other public agencies like the police under a single forum. Membership of businesses is secured by an annual fee which entitles members to access meetings and information sharing opportunities, such as intelligence about difficult and vulnerable clientele, pockets and types of criminal activity and occasionally outcomes of criminal activity. In addition, members have access to radio communication which can connect venues to other venues, police and CCTV. Members are trained and encouraged to use this service by Citywatch and enforcement agencies such as licensing and police. Where it is used, participants reported how the sharing of live information during an evening was important for enhancing safety and they valued this. Participants recognised that this radio service enabled different stakeholders to build and secure effective relationships and they believed this was fundamental to galvanising improved safety. It was also acknowledged that sharing information also meant that they received in return up-to-date information about local incidents. The ability to be kept informed was especially valued by door supervisors and licensees, as it signalled trust and respect for their own practice as well as being recognised as part of a community. This partnership, however currently remains underused according to testimonies gleaned from the engagement exercise. Widening this partnership was deemed important (see below- Relationships).

Licensees

Compliance with the Licensing Act motivates many of the practices that venues put in place and deliver. Individual on-licenses means that they need to comply with the Act as well as meet local conditions set by licensing enforcement such as the provision of door supervisors, closing times or visitor capacity restrictions. In some instances the conditions vary across the city. Many of the techniques that venues adopt are not unique to Leicester city and as research has shown these can be found across other towns and cities in the UK and beyond. Examples reported by licensees and managers include the following:

- Incorporating regular audits and checks to comply with health and safety regulations and staff training
- Assessing and refusing service to drunk customers
- ID checking mechanisms: on the door and with the bar staff. One venue reported that they have incorporated an alert system aligned to certain products that they think underage drinkers would purchase (i.e. 'alcho-pops' and certain spirits or combinations of drinks and thus prompt the bar staff to check or re-check the customers ID)
- A shared informal agreement not to promote or sell 'cheap' drinks or extended 'happy hours'
- Caring for customers who are drunk, providing water and assistance with getting home
- Dedicated first aid spaces in venues
- Use of Citywatch radio and membership
- Playing certain styles of music to keep the atmosphere calm
- Welcoming families to venues at appropriate times
- Ensuring venues are clean and attractive to welcome a relaxed atmosphere
- Using regular and experienced door staff. It was viewed valuable that venues in close proximity use the same security companies to assist in better sharing of information.

The 'Best Bar None' scheme was only mentioned briefly by some of the respondents. They identified that the cost to join the scheme and achieve awards was a barrier. None of the respondents identified that their achievements via these awards could be linked to violence reduction.

Door Supervisors

The security industry provides a central feature of safety across Leicester city. There are a number of security companies that work across Leicester city and no single company delivers this service. Bars and clubs are at liberty to contract companies of their choosing, yet this is often motivated by reputation and value for money. All of the door supervisor participants had some experience of working in the city's 'hot spot' areas and described how their working practices required a level of experience of security practice to run these nights effectively. They emphasised that retaining and securing experienced staff was vital for violence prevention. Acquiring knowledge of the venues, its customers and the area was deemed important in managing nights. Good communication skills were deemed imperative for effective security supervision. Participants described how potentially volatile situations with customers can be minimised and prevented by good inter-personal skills such as listening, 'talking down' techniques, engaging in banter and remaining firm but friendly. The participants agreed that these skills are acquired through experience and working with experienced staff. It was viewed that positive interaction with customers, venue staff and police was valuable in contributing to violence reduction. It was recognised that the use of Citywatch's radio service and the meeting structures were also important mechanisms for sharing intelligence and preparing their venues for potential risks. It was recognised that not all venues participate in this scheme and this was deemed as undermining good practice across the industry. Participants also valued access to training and support, this was very much determined by the ability of security companies to invest in this as well as support from the SIA and other enforcement agencies such as police. These types of investment in staff can secure longer term employment and minimise staff turnaround and help retention of experienced staff. Maintaining these standards is sometimes difficult for security companies as the industry does not reliably retain staff due to working conditions and pay. Good practice is amplified if these conditions can be maintained.

Licensing Department

This refers to the licensing department that operates under the City Council. Other stakeholders including licensees reflected on the input of this department noting particularly how close guidance and support was routinely offered in terms of compliance with the Licensing Act. They provide an important link to other services across local government. The proactive approach that was reported by the stakeholders reflects how these working practices enable licensees for example to maintain good practice and standards. Experienced staff, who have a deep and close working knowledge of the night time economy are fundamental for securing good working relationships. Door staff

reflected on the changes since the SIA took over responsibility for their support. They noted that this support was not as valuable as it used to be under the direction of the licensing department- they felt this was a loss. Overall the performance of venues in securing good practices is better supported by how licensing are able to acknowledge the context in which venues are situated within the city- stakeholders valued sensitivity in license review process for example. Licensing dedicated much of their working week to inspecting venues, following complaints and responding to intelligence. Licensees acknowledged this was valuable and the ways in which licensing offer support and advice enables them to respond productively. Enabling licensing officers to both operate on the ground with the venues and at a strategic level enables them to maintain a broad and informed view of the night time economy.

Police

The ways in which the night time economy is policed includes two major strands; licensing officers and a dedicated policing team roughly consisting of 25 police officers on Friday and Saturday nights. The licensing officers' approach to policing is broadly based on a community model and is therefore dependent on the shaping of good relationships across the night time community. This permits a close and deep understanding of this community and its needs. These officers are instrumental in informing the dedicated policing team on a variety of intelligence and thus feed into the policing briefing of this team on Friday and Saturday nights. The licensing officers, who work in plain clothes are on hand to assist the dedicated policing unit with incidents during the night, for example entering venues on behalf of the team was deemed valuable as it did not draw attention to volatile or vulnerable situations. Moreover, licensing officers usually have established relationships with venues and this was thought to preserve these important links.

The dedicated policing team which includes an inspector, a sergeant, officers, Police Community Support Officers (PCSOs) and specials (volunteers) work in shifts, with most of the staff being deployed by 10pm. The deployment includes vehicles (vans and cars) as well as a police assisted ambulance (POLAMB) and foot patrols. The use of police vans is used to deploy larger numbers of officers- or fast response teams. Knowledge of the hot spots and intelligence determine how deployment is organised and this is communicated via the night shift briefing. The police participants recognised that this was valuable to ensure police are located in the right places at the right times. As reported by the door supervisors, police respondents believed that policing the night time economy requires the retention and deployment of experienced officers. The police participants also

recognised that this was necessary in the private security sector. The dedicated policing team emphasised that good practice was enabled by the following:

- Seamless access to areas across the city, especially when vehicles are required to enhance safety. It was identified that some areas are not easy to access, such as Belvoir Street. Church gate is an area which is temporarily closed during these periods and enables swift access by services.
- Maintaining police visibility was also viewed as beneficial, however it was emphasised this does not always promote violence reduction but can enhance detection and help public confidence.
- Good and regular use of the Citywatch radio was deemed very important for all stakeholders to respond effectively. Participants worried that some venues were reluctant to use this facility.
- Ensuring standards and compliance is maintained by venues and door supervisors, supported by the licensing officers, was important for regulating drunkenness which can lead to disorder.
- Good and effective door supervision.

For the licensing police officers good practice was aligned to:

- Employing community approaches to enforcement such as building relationships with venues and security companies and offering support and guidance on compliance.
- Maintaining direct links with the dedicated policing unit and directly feeding into their deployment decisions at the night briefing.
- Maintaining links and working partnerships with agencies such as licensing.
- Observing and monitoring of trends in incidents and crimes.
- Being contactable and approachable to all stakeholders.
- Policing by consent from stakeholders.

Clinical

The clinical and health provision is extensive. It was viewed that good practice is dependent very much on other stakeholders contributing to harm minimization. Mobile units including the joint

police and paramedic vehicle (POLAMB) were instrumental in being able to reduce the number of visits by injured night time users to the A&E department. Mobile and static clinicians require a range of skills to deal with drunkenness, especially when it can exacerbate or mask symptoms. This adds a further challenge to their work and can delay diagnosis and treatment. Safe medical practice was viewed imperative in order for clinical staff to do their jobs and using inter-personal skills are vital to ensure safety for all.

The A&E department, according to participants is extremely busy during the night time period and managing these large numbers, particularly if they are intoxicated can be a challenge. Using their own security teams to help manage people is useful, but respondents believed this was not necessarily sufficient to deal with aggressive patients and visitors. In comparison the POLAMB service, assisted by police, is reported to minimize incident. The vehicle has a fitted CCTV camera and police are on hand to assist. This may indicate how police presence may act as a deterrent. However the POLAMB service deals with fewer numbers than compared to A&E. Maintaining 'Zero-Tolerance' standards was reported to be difficult during these periods and clinical staff reported how dealing with minor injuries quickly can ease some of the aggression directed at staff. The uses of the POLAMB can in some instances keep patients away from A&E and thus reduce numbers, which was welcomed by the respondents. There was a desire to widen this service to reduce A&E visits even further.

Summary of Good Practice

Citywatch

- Coordinated forum which brings together licensees, door supervisors and public services.
- Membership provides access to live radio service which connects venues to CCTV and police and other services to communicate detail about incidents, risks of incidents and vulnerable night time users.

Licensees

- ID checking techniques to prevent underage drinking
- Support and training for bar staff to deal with conflict and drunkenness- i.e. refusing drinks

- Routine health and safety checks and audits
- Shared agreement not to sell cheap alcohol
- Customer service to deal with drunkenness and vulnerability
- Designing in calming techniques to venues i.e. style of music, welcoming families good facilities
- Hiring experienced door staff

Door Supervisors

- Knowledge and experience of the night time economy
- Good inter-personal and communication skills- listening, 'talking down'
- Communicating effectively with services about risky situations
- Regulation of industry

Licensing Department

- In-depth knowledge of Leicester's night time economy
- Providing support and advice to the industry
- Close and effective relationship with police licensing officers- coordinated and consolidated response.
- Proactive approach to assisting licensees achieve compliance

Police

- Focused policing- specialist licensing officer (using community policing models) and a dedicated policing team
- High visibility policing in hot spot areas
- Fast response- deploying mobile teams by dedicated policing team
- Joint initiative with clinical staff to provide a mobile medical unit- POLAMB (police ambulance)

- Coordinated communicative links with Citywatch radio

Clinical

- Joint initiative with police to provide a mobile medical unit- POLAMB (police ambulance) to help reduce entrants to A&E department
- Clinical specialisms in conditions related to alcohol consumption

Other

- Voluntary services- Street Pastors providing pastoral care for night time users
- Provision of safe areas for vulnerable visitors to attend and access services

Other Local Interventions

There are two major initiatives that also contribute towards safety and harm reduction in the night time economy. The first is the provision of the 'Night Zone' currently based at St Margaret's bus station, located very close to one of the city's 'hot spot' areas. This is a coordinated multi-agency response intended to provide a place of safety for night time users. Police, clinical and voluntary agencies visit this area to assist people in need. It is however unknown how effective or utilized this space is and not all participants knew that it existed. It is currently under review and those that have accessed and used this space reported that its location needs to be more central to the city rather than at the edge. Another alternative is to introduce a mobile unit, which can be utilised across the city and thus serve a wider night time economy, which could then visit other popular night time areas such as Braunstone Gate.

Street Pastors are a voluntary organisation which currently comprises of approximately 30 volunteers across Leicester city. Two groups currently run across the city, a team which services the city centre and the other is Braunstone Gate in the Westend. Approximately 4-8 volunteers operate across these areas and currently their provision consists of working two Saturdays out of every four weeks. Their service is therefore not available all of the time. This group relies on donations to fund the work that they do, with some donations coming from police funds. It was described that their work involves inter-personal skills, maintaining independence from other agencies and contributing to harm minimization such as the provision of flip-flops, usually to women, to prevent foot injuries, clearing empty bottles from the streets and directing people to other services and to the Night Zone.

Street Pastors pay to have access to the Citywatch radio and thus can keep informed of the night's occurrences and they sometimes attend the police briefing. It is rare that other agencies such as the health service request the help of this voluntary service, but it was acknowledged that Street Pastors could provide an important support mechanism, either at the scene or even in the A&E department.

Other initiatives include the use of street mediators. Street mediators are sometimes used for large events and do not routinely feature in the night time economy. They consist of volunteers usually community leaders, peers or elders who help to mediate between groups and services with a view to keeping the atmosphere calm and without incident. Although this engagement exercise did not consult with these stakeholders, it is evident that like Street Pastors having independent volunteers across the night time economy can be extremely assistive in reducing tension and conflict. This engagement exercise highlighted that these kinds of volunteers do provide valuable mediation skills and stakeholders were keen to extend these kinds of models.

Training and Knowledge

In order to maintain standards the participants in this exercise described how training, support and guidance were important for good practice. Ensuring their knowledge was up to date was an important outcome of training and support and this was viewed as an essential feature of ensuring compliance with standards. The types of training and support participants described that was currently available included:

- Training on conflict resolution techniques such as break-away, avoidance strategies and stepping back for clinical staff and door supervisors
- Personal protection and safety training for Street Pastors
- Mentoring and shadowing of experienced police officer for less experienced police officers
- Career development strategies for door supervisors (although limited)
- Support and guidance on using the Citywatch radio. This was viewed an essential part of encouraging use of the radio and eradicating stigma associated with its use.
- Advice and support to licensees from licensing officers (including police) about compliance with standards and regulation.
- Training on ID Challenge 21 initiative for licensees and staff (including door staff)

The extent and accessibility of these training initiatives is unknown.

Participants reported that the value of this type of training and support can vary and it is not always routinely available. There was also a desire to increase this training and support across this stakeholder groups. Areas that were identified in need of expansion and development included:

- Dealing with drunkenness- licensees would like more support to train their staff on drink refusal and dealing with conflict.
- Refresher training on ID checking for door staff and licensees
- More input and guidance from licensing departments on compliance
- More training on use of Citywatch radio and an understanding of its value would benefit
- Mechanisms to share good practice across the community were also viewed as valuable

Summary of Maintaining Standards

Compliance

- Balancing safety, availability of resources and economic vitality is a challenge.
- Compliance with standards especially the Licensing Act was viewed as important for contributing to violence reduction.
- Stakeholders especially licensees and door supervisors valued Leicester city's approach to compliance. The partnership between the Licensing Department and specialist police licensing officers was valued as they offered practical advice and support. They wanted more access to this kind of support.
- There was a desire to increase stakeholder compliance and it was viewed that professionalization of the industry can bring about an increase in standards, particularly for door supervisors and licensees. Overcoming negative stigmas associated with the industry were considered important for ensuring effectiveness and challenging permissive practice.

Good Practice

- Good practice is well documented across all stakeholder areas, yet this is a challenge. Undermining good practice is thought to be associated with economic restraints such as cost and time. Access and time to gain knowledge and experience was also thought to be a barrier i.e. the availability of training and advice.

- Multi-agency and partnership working was viewed as effective with some excellent input from the licensing partnership and Citywatch.

- It was generally viewed that good practice could be enhanced by widening partnerships, extending training and knowledge, opportunities to share good practice, fast and timely responses from public services and reducing drunkenness.

Training and Knowledge

- Although training and support is available, stakeholders expressed a desire for routine and regular access to information and support that is specific to the night time economy.

Taking Responsibility: A Duty of Care

This section reports on the ways in which participants in the engagement exercise described and understood the nature of responsibility with respect to their own service delivery and also their views on how others groups, including night time users, acted responsibly. It was deemed by all stakeholders that taking responsibility was an important indicator for the levels of care they are able to deliver. Participants also described how those who they perceived to be irresponsible were failing in their duty of care towards users and service providers across the night time economy. It was however recognised that achieving a high standard of care and responsibility required different types of investment including economic and structural support from other agencies, as well as ensuring they have the capacity to maintain safe practice. Participants aligned much of this discussion on the supply of alcohol and the subsequent impact it has on levels of safety. Many stakeholders felt the supply of alcohol should mean that venues take on more responsibility towards the care of their customers and communities.

Stakeholder Responsibility

Understanding their own contributions to responsibly providing a service in the night time economy was relatively easy for most of the participants to acknowledge and describe. Some of the participant groups such as licensees and door supervisors described direct and practical techniques they employ to take responsibility towards their customers such as refusing entry or refusing to serve more alcohol on their premises. Other gestures of care included supporting customers to get home or providing quiet spaces in their venues for vulnerable customers to recover. Licensees were

also enthusiastic about building and strengthening a community across the licensee trade. Many recognised the important links that Citywatch provides for enabling this. One participant described how they wanted to form a neighbourhood group (of bars and shops in the direct vicinity of his venue) to think of ways to support each other and provide a night time experience that complimented each other without stifling business. He reported that this was a challenge and he felt other venues were not motivated to take responsibility towards their neighbourhood. The licensees and door supervisors who participated largely found this kind of disengagement distasteful and for them this signalled a rejection of their responsibility towards creating a safer night time community.

It was clear that responsibility was not always equitable and some looked to other stakeholders to take more responsibility towards the impact of visitor behaviour. Clinicians and the dedicated police group felt that the license trade should take more responsibility towards the provision of alcohol and the lengths of time this was served for. Others also agreed that some venues did not entirely embrace their responsibility and instead of dealing with vulnerable customers themselves they would encourage the customer to leave or be removed and be potentially left to other services to deal with on the streets such as police, clinical staff and Street Pastors. It is, however, clear that venues vary in terms of closing times and customers do not always spend their entire evening in one single venue. It was acknowledged that some venues are used by visitors to begin their evening's leisure and other venues, typically clubs and dancing venues, were their final destination. Therefore, singling out particular venues as being entirely responsible cannot be validated in the ways some stakeholders imagined. The extension of opening times has meant that the night time economy has expanded in terms of making the availability of alcohol more accessible for longer. This is also compounded by the tendency for some visitors to 'pre-', 'side-' and 'post' load. This being the case there is subsequently a greater demand on police and clinical resources. Licensees and door supervisors acknowledged this and techniques to regulate supply without stifling business remain a complex problem for this sector. Balancing care and responsibility with the need to operate successful businesses is a challenge and this is obviously a source of tension across the night time economy. One licensee reported that the supply and promotion of cheap soft drinks and water was promoted in his venue as a way of restoring this balance. Moreover licensing officers assisted licensees in making these changes by emphasizing the importance of public safety. Instead clinical and police stakeholders expressed a desire for venues that supply alcohol should take more direct care of their customers and thus own the responsibility towards drunkenness and its impact on the health and well-being of customers.

Dealing with difficult situations, anti-social behaviour and criminal activity is a pressure point for most stakeholders. Door supervisors described how they attempt to deal with as much as this as they can if this is located within or just outside their venues, but more frequently it has been evidenced and described by respondents that many incidents occur in the streets and thus the direct responsibility of venues disappears. The use of the Citywatch radio is one mechanism for warning other venues, CCTV and the police of likely disruption and conflict. This service is directly linked to CCTV and a police inspector sits in the control room to observe and coordinate the night time operation.

All of the participant groups talked extensively about the models of policing currently operating and in many instances described examples where they looked to the dedicated policing unit for support and intervention. In most instances stakeholders felt satisfied that the police were there to assist, particularly in hot spot areas. One problem was that stakeholders, particularly licensees were unclear about the powers of the police to assist with vulnerable situations. This was also reiterated by clinical staff who work in the A&E department. One solution is the use of Section 27s (dispersal orders) which are widely used during the night time economy. Section 27s are a preventative measure administered by police. These are intended to diffuse potential situations and encourage people to leave the city limits. It was, however, recognised by stakeholders, including some of the dedicated policing team, that this did not necessarily eradicate or resolve the situation; instead some felt that it moved trouble on to other areas across the city. As a result, it was believed that a churn of troublesome visitors can evolve if they choose to remain in the city and fail to disperse. Some of the dedicated policing officer participants believed that Section 5s (Public Order Act 1986) were more preventative than Section 27s in these circumstances. By using the Section 5 disposal police are able to issue a penalty notice on the spot and this can be used to cover a range of behaviours relating to public disorder such as swearing, abuse, causing distress or alarm or other offensive behaviour. Data relating to Section 27s is not routinely interrogated in Leicester city. Currently recording systems have not been interrogated to explore patterns and trends of these disposals. Some police stakeholders recognised that understanding the use of Section 27s could better inform policing practice such as knowledge of repeat offenders, offence and location.

The dedicated policing team felt that when arrests were made that they were not materializing into convictions. Many found this frustrating and believed that Section 27s were used to deal with the delivery of justice in the short term. They felt that this was compounded by the ways in which

sentencing structures are organised and are dealt with by the Crown Prosecution Service (CPS). As a result, some officers felt de-motivated by their powers of enforcement. Managing arrests was also noted as a pressure point for policing the night time economy. Every arrest means that an officer is required to take a prisoner back to the station leaving the unit under-staffed by one member of the team. It was viewed that the numbers deployed to manage the night time economy were not sufficient to sustain this activity. These observations were also made by other stakeholders. For example, police are not always available as they may be elsewhere dealing with other incidents or arrests. Participants, particularly door supervisors believed that this was due to under-resourced policing during these times.

User Responsibility

Although anecdotal, stakeholders' views on users of the night time economy should also be taken into consideration. On the whole most visitors enjoy the night time economy without incident. However, many stakeholders particularly door supervisors, police and clinicians have to deal regularly with confrontation and abuse. They believed that some users who are usually intoxicated at the time channel aggressive behaviour towards them. These participants attributed much of this for the disregard and disrespect towards authority. Techniques such as talking down or removing themselves or the customer from the situation were often a solution. Door supervisors reported that verbal and physical abuse such as spitting and kicking was common place. Paramedic teams also reported how sometimes entering venues could be an intimidating experience. The dedicated police team talked about the routine need to negotiate with abusive users. It was also acknowledged that the prevalence of CCTV monitoring did not always act as a deterrent for some visitors.

All of the participant groups talked about the availability of alcohol and that the supply of it is not always provided by outlets in the night time economy. Licensees reported that they regularly found empty bottles which users had brought into their venues. Moreover, the behaviour of drinking means that many had 'pre-loaded' or consumed alcohol at home and thus arriving to the city already intoxicated. Unlike consuming alcohol in bars, drinking at home is not regulated in terms of measurement or unit (see Hughes et al 2007). One licensee believed that drinking in bars is much safer than drinking at home because of the strict regulations in place in on-license premises. Licensees talked about pricing of alcohol and that unlike on-license premises, off-license premises were at liberty to sell alcohol at a low cost. First, bars and clubs cannot compete with these prices

and second, customers who are determined to get drunk are choosing to drink at home or 'pre-load' because this is more affordable.

The stakeholder exercises helpfully demonstrate how many feel that other stakeholders could take on board more responsibility. On occasion some stakeholders such as licensees and the police were reflective and reviewed how their own practice might contribute to a range of behaviours including violence. Their ability, however to act upon these is dependent on other stakeholders (including users), in order to assist and maintain levels of responsibility towards creating a safe night time community. This cannot happen in isolation and is dependent on securing partnerships and ensuring resources enable services to deliver. Moreover, ownership of drunkenness and its impact is also dependent on the night time visitors and dealing with customers who pre-load adds additional risks to the night time economy.

The views of users of the night time economy were not captured in this exercise. This may be an area which agencies wish to consider and explore.

Summary of Taking Responsibility

Stakeholder Responsibility

- The supply of alcohol was considered the underlying trigger to incidents across the night time economy and in many instances it was viewed that venues should take on more responsibility towards this. Licensees described how they care for their customers, but this varied and diverse. Balancing care and responsibility with economic vitality is a complex problem for the industry in Leicester city.
- The use of the Citywatch radio was viewed as a mechanism to demonstrate responsibility towards the safety of the night time economy. It was found that some stakeholders were reluctant to use this facility because of cost, stigma and reputation.
- The effectiveness of Section 27s and other disposals were discussed and overall dispersal of challenging visitors was viewed desirable. Many stakeholders however questioned the effectiveness of such disposals, with many perceiving that these disposals did not directly address problematic behaviour.

User Responsibility

- Drunkenness, exacerbated by pre-loading and extended serving times were considered to be problematic and directly contributing to night time violence and incidents. The availability of cheap alcohol outside the night time economy, particularly from off-license premises means that many visitors are motivated to pre-load. Leicester city's agreement not to sell cheap drinks means that visitors could be more likely to pre-load.
- Physical (kicking and spitting) and verbal abuse directed at service providers is common place across the night time economy. Drunkenness and environmental factors (such as queuing) were considered to be triggers towards this.

Relationships

The need to have robust and functioning relationships across the night time economy was important to most of the participants who took part in the engagement exercise. They recognised that bringing about violence reduction and a safer night time experience required support and assistance from other services. It was recognised that violence reduction cannot wholly be achieved in isolation and therefore the need to work effectively and productively with other services was central to this goal. There was much evidence to demonstrate how relationship building and enhancement of partnerships is taking place and Citywatch is one example of these principles being mobilised. The engagement exercise found, however, that relationships are not always straightforward or without constraint. Much of this could be related to a lack of understanding of each other's practice or service sufficiently and this often resulted in unrealistic expectations of other services. Participants were motivated to find ways of working better together but were often frustrated by limited capacity to build effective relationships as a result of resources or competing agendas.

Partnerships in Practice

Partnerships in the night time community are evident and some are more active and pronounced than others. Some are formalised and structured and others are informal. Securing working partnerships requires investment and sometimes extra resources such as time and cost. This section briefly documents some of these partnerships described in the engagement exercises and also reflects on possible gaps across the community.

As previously described Citywatch provides a formal forum for licensees, security companies, licensing police officers and Street Pastors to come together and share information about the night time economy. Membership of this forum is subject to cost and many licensees across the city are not members. Memberships to Citywatch are a compulsory part of some venues' license conditions and are therefore these venues are required to join. Securing membership is not always straightforward and often other stakeholders like door staff encourage venues to join and make use of the radio facility. In return for membership, members get access to meetings, the radio service training, tips on compliance, access to intelligence about customers, information about test purchasing and knowledge of policing strategies. Some licensees valued this and they felt that this enabled a better working relationship. Some acknowledged that the cost of membership can be burdensome for some, especially smaller businesses. In addition licensees particularly wanted more opportunity for informal discussion within the Citywatch structure. They felt that it was important to talk about good practice and explore the challenges they may face. They felt time and resources prevented this from happening more routinely. Widening membership of Citywatch was considered essential by many stakeholders.

At a strategic level there are a number of multi-agency groups which work together that focus on aspects relating to the night time economy. These typically fall under the Safer Leicester Partnership such as all crime, violent crime and violent crime in the night time economy. The participants of the engagement exercise were unable to sufficiently comment on these structures and it is evident that their contact with strategic delivery sits outside their own practice. Taking a broad view, participants were keen to contribute to decision making and felt that their voices needed to be heard and documented by decision makers. They felt their reflection of this engagement exercise provided them with an opportunity to contribute. Some suggested that this should be maintained and strategic partners should try to find ways to maintain a dialogue. Moreover it was evident that by bringing together different stakeholders the sharing of good practice and shaping ideas was enabled. One such example was that clinical staff and Street Pastor volunteers identified a potential partnership. POLAMB and paramedic staff knew little about the volunteers and saw value in enabling Street Pastors to assist with the care of injured night time users. A&E staff also remarked how the Street Pastors' mediation skills might help minimize incident in the hospital setting.

Expectations of Services

A set of barriers that has been identified through this engagement process is the extent to which stakeholders hold a range of expectations of services from others services and these are sometimes disproportionate and inaccurate. One example includes how some licensees and door supervisors would expect police to enter a venue to deal with all incidents. Dynamic risk assessments of the situation are necessary and this has to be balanced with the safety of both the officers and the customers in that particular venue. Participants from the dedicated policing team were sensitive to the demands that are placed on them and felt that these expectations needed to be managed in order to communicate the roles and responsibilities that police actually have. At the same time, communicating and emphasising the reality of policing was also viewed as an important mechanism for better managing these expectations.

As indicated earlier door supervisors can have a range of negative labels associated with their profession and this can also be extended to venues. Over-coming and working against these myths to change the expectations of other stakeholders can be a challenge. However, other stakeholders like licensing and police licensing officers work hard at trying to de-stigmatize aspects of the industry, especially to other police officers. The Citywatch forum is also a site where participants can work through some of these issues and glean support from their peers. These kinds of stigmatization were also evidenced in how some licensees and door supervisors viewed the use of the Citywatch radio. Many believed that using the radio attracted attention from enforcement agencies to their venue and thus would present their venue in a bad light. The Citywatch lead and licensing police officers have been trying to help these stakeholders overcome this misconception and encourage use of the radio. The danger here is that reluctance, which is largely grounded in myth, can unhelpfully prevent the deployment of services like the police and the documenting of criminal acts via CCTV.

The stigmatization of the license industry can be counter-productive and it was felt by many stakeholders that these need to be carefully managed to ensure groups are not unnecessarily alienated. As mentioned previously the need to maintain standards and compliance can help build good reputations across the sector. With business naturally wanting to prosper does mean that corporate and public services' aims and objectives can collide and competing agendas can create barriers. This tension should not go unnoticed. Ensuring that stakeholder practice is grounded in the

context of the night time economy and the difficulties that can be encountered were deemed valuable in securing realistic expectations of services.

Knowledge and Trust of Partnerships

Related to managing expectations is the need to communicate how services operate within the night time context. Moreover, achieving trust can also be a challenge and participants often described how negative experiences of other services can undermine sustainable partnerships. The Citywatch forum, although not open or available to all stakeholders, provides an important blueprint for enhancing trust and widening knowledge across the sector. Equally, the work carried out by the licensing and police licensing officers also contributes to securing partnerships with venues and security companies. As recorded in the section above, trust in safety mechanisms like the Citywatch radio is not always evident. Building trust is not automatic and this requires investment. One licensing police officer described how trust from licensees can take a long time to achieve and they are not always openly ready to ask for advice and support. The officer highlighted that those venues who fail to seek advice are usually the venues that come to their attention through lack of compliance or major incidents.

Some stakeholders, which include licensees, door supervisors and Street Pastors expressed an interest in gaining knowledge about the outcome of incidents they witness or were involved in. One licensee described an incident, which involved one of her customers and she assisted the police with their arrest. The outcome of the arrest was never fed back to her and she felt that this did not allow her to see to what extent she contributed to justice (or not). This was viewed as important for motivating partnership working with other stakeholders and also using knowledge to develop better practice. Mechanisms to effectively enable this at this stage remain limited. This would demand resources from the police.

Summary of Relationships

Partnerships in Practice

- Support from other services is key to delivering safety. Safety cannot be achieved in isolation and demands partnership working.
- Competing agendas across services and unrealistic expectations can stifle good partnerships.

- Leicester city has both formal and informal partnerships across the night time economy. Formal partnerships are of value, but these are not available or accessible to all i.e. Citywatch due to cost implications for membership and also opportunities for stakeholders to contribute to strategic decision making.

- There is scope and potential to extend partnerships for the night time economy community i.e. Street Pastors assisting clinical services either on their mobile unit (POLAMB) or in the A&E department. There is a need to bring partners together to forge closer relationships and promote services.

Expectations of Services

- This engagement exercise found that stakeholders views of other services are often disproportionate and inaccurate and this can be a barrier to delivering safety, securing responsibility and care and maintaining standards.

- The licensing partnership and Citywatch works hard to help overcome service expectations but these messages do not reach all stakeholders in effective ways i.e. reluctance to use the Citywatch radio means that low use could compromise safety.

Knowledge and Trust of Partnerships

- Achieving trust and confidence in services is a challenge. This can be clouded by negative experiences of other services.

- Convincing stakeholders to trust mechanisms and procedures can take time and requires sensitive handling by authoritative and influential stakeholders i.e. use of Citywatch radio and working with the police.

- Feedback on incidents is important for valuing and trusting stakeholder input and participation in procedures.

Diversity

The night time economy in Leicester city is diverse and the need to recognise diversity is an important factor to working better together. Participants described varying ways in which their working practices demanded a variety of responses depending on location and people. The challenge for many of the participants was to maintain standards and comply with regulations as

well as being sensitive to the diverse needs of stakeholders and night time users. In overcoming these challenges securing open communication with different stakeholders is key to underpinning sound working relationships as well as securing the right resources in the right places at the right time. The use of information collected by services or more broadly intelligence was deemed to be of value to demonstrate the need for a diverse response. There are excellent examples of this occurring, yet participants described how this is not always accurate or reliable in sufficiently enhancing working relationships and minimising harm.

Places

As the local examination of violent crime in 2011 across Leicester city has demonstrated some areas across the city are more vulnerable to violent crime than others. Some licensees and door supervisors were attuned to this information and recognised that their venues were located within those areas. Others, however, did not confidently know which areas were vulnerable to violence. Licensing and police teams were however well immersed in this information since this intelligence steered and directed much of their working practices. The police report continues to be informative and licensing police officers review the 'hot spots' on a weekly basis. It was confirmed these are generally static- hot spot areas tend to remain the same each week. Moreover the timing of incidents tends to coincide with movements of visitors through the streets such as moving on to destination venues or at the end of the night when venues close. Some stakeholders were less confident that locations were not supervised sufficiently, especially by the police. It is evident that hot spots become even hotter at certain times during the evening and this stretches demand of services like police and paramedics.

Many stakeholders talked about environmental triggers to conflict and violence during the night time period. These included:

- Crowded areas, especially where many venues are located within a small area. This can restrict access for emergency services and slow down dispersal of night time users. Belvoir Street was an example that was repeatedly mentioned by stakeholders.
- The availability of paid transport in some areas can be a problem and delay people getting home and increasing the amount of time in exposed areas.
- Increased availability of alcohol in small areas including shops with off-licenses.
- Litter, especially bottles on the streets were considered hazardous in terms of injury and weaponry.

- Vehicle access to some venues is problematic in some areas, which can delay response times from emergency service.
- Availability of food- food outlets can also be hot spots for conflict and violence.

Less is understood about the places which operate without incident. These 'cold-er spots' could provide some evidence as to how these areas avoid less conflict and deliver a safer night time experience. The extensive crime mapping details highlighted in the violent crime police report (2011) highlights the diversity of the areas across the city according to violent incidents only. Less is understood about the nature in which stakeholders bring about safety in these areas and its correlation to violence reduction. It could be of value to explore these in more detail to understand the techniques and environmental features employed across these areas.

People & Behaviour

Dealing with and responding to drunkenness is complex and requires stakeholders to manage people's behaviour in diverse and often sensitive ways. Moreover the evolving nature of the diversity of visitors to the city from different communities also brings diverse cultural and social practices across the night time economy. Licensees described the difficulty in judging drunkenness and one example included how a customer might appear lucid and in control and that serving them an additional drink may lead to a rapid decline in their sobriety. Making these judgements is therefore complex as different people respond differently to the effects of alcohol. Clinical staff also highlighted how drunkenness can limit their ability to provide medical interventions, such as masking symptoms and not being able to provide staff with vital medical history in order to carry out a rapid diagnosis. Door staff reported that queues for venues (such as clubs) can create tension and anxiety amongst drunk customers. Their ability to remain patient whilst door staff conduct security related checks upon entry can inflame conflict amongst some customers. Moreover, it was reported by licensees that some groups of customers can hide those who are drunk and they would deploy certain tactics to guarantee the supply of alcohol, such as getting others to purchase it for them. Tackling drunkenness, as mentioned earlier is also exacerbated by pre-loading.

Using Information to Inform

The volume of information recorded and collected by agencies is vast and also diverse. Stakeholders especially senior, specialist police, licensing officers and clinical staff are increasingly required to manage and understand this data. At a strategic and operational level, information relating to incidents, vulnerable areas and people is important for steering the right resources to the right

places. This is challenging and knowing how best to respond to patterns and trends requires these practitioners to develop new skills. Understanding violence across the night time economy is complex and stakeholders in Leicester city are sensitive to the need to reflect and review the range of evidence they have. Joining up police data with alcohol related injury recorded by health services for example is becoming increasingly necessary for a broader and more realistic view of the impact of violence during this time. Moreover the challenges for practitioners in recording detail accurately are resource intensive and subjective (or open to interpretation). As the police have already done, crime mapping and tracking across the city has been productive. The challenge as stakeholders confirmed is that some users of the night time economy are in their view repeat offenders. Door staff suggest that they regularly see the same perpetrators, often issued a Section 27 by the police and reappear when the police have moved on. Moreover licensees, door staff and CCTV reported that they regularly witness anti-social behaviour and nuisance behaviour. The deployment of Anti-Social Behaviour Orders (ASBOs) during these periods remains unknown at this stage. Achieving a deeper understanding of the information collated by agencies to explore routes for review and interventions by other agencies such as Young People and Children's Service, other criminal justice agencies like probation and youth justice and even voluntary services, could assist in the goal of violence reduction.

Summary of Diversity

- The night time economy in Leicester is enriched by its diversity of places and its people. Service delivery is therefore required to work sensitively to achieve good working relationships and excellent service delivery. This also shapes how the right services reach the right people at the right times.

Places

- Crime and incident mapping has informed police and public service provision. Moreover this intelligence dictates license conditions for different venues depending on their location. Some licensees were unaware their venue was located in a vulnerable or 'hot spot' area.

- Hot spots and times are generally static according to police data and testimonies from police staff. As a result demand on services can be aligned to this kind of intelligence. This remains privileged intelligence.

- Triggers that were identified for violence included poor dispersal especially in areas where crowds could easily accumulate, where visitors struggled to get transport home and access to food.

People and Behaviour

- Judging and assessing drunkenness was considered a significant barrier to delivering services, especially for clinical, police and door supervisors. Drunkenness can delay, mask and also intimate staff attempting to minimize harm and maintain order.

Using Information

- Using information and data productively and routinely is a challenge for many services. Understanding people and places in more depth across the night time economy is important to ensure services can respond appropriately and sensitively.

Economic Conditions

Participants described the economic conditions of Leicester city's night life and the extent to which this can both enable and disable stakeholders' ability to maintain standards and enhance safety. All stakeholders were constrained by the availability of resources and the extent to which this enabled some to achieve better standards and working relationships than others. Investment has been made to the night time economy and the provision of a dedicated policing team and the POLAMB vehicle are examples of additional public service provision for the night time economy. Although this engagement exercise did not set out to measure these types of costs, participants were acutely sensitive to the economic burden and gains of the supply of alcohol across the city. As identified earlier there are tensions across the community with respect to competing agendas. Licensees and security companies need to secure an income to maintain a healthy business and this can, according to other stakeholders override their responsibility towards the provision of alcohol. This is also matched by the drive to attract diverse visitors to the night time economy in order to boost the city's economic culture. Moving towards greater responsibility needs to be addressed by taking into account these tensions. Recommendations to help counter some of these conflicts are explored in the next section.

Stakeholders identified where they thought investment should be made to bring about a safer night time experience. These ideas consolidate areas which have been discussed in the report so far.

Suggestions included the following:

- Larger numbers of experienced door staff at venues
- Better remuneration for door and bar staff to prevent attrition of experienced and trained staff
- Promoting alcohol harm and safety in innovative ways to reach diverse users
- Review design and planning of city to acknowledge the night time as well as day time
- Reinvestment and promotion of 'Zero Tolerance' campaigns for health service staff including mobile units
- Enable more time for personal visits and support from licensing officers to assist with compliance
- Find ways to increase membership of Citywatch and secure sustainable leadership
- Expand use and support of Citywatch radio
- Maintain police role in CCTV monitoring
- Consider temporary road closures in some areas
- Find ways to train and ground dedicated policing unit in night time economy culture to expand understanding of its diversity
- Find ways to expand voluntary provision across the night time economy
- Review location of Night Zone
- Provide public toilets for night time users
- Expert guidance and training for operational and strategic partners on analysing information robustly
- Maintain specialisms and experts that exist in Leicester such as police licensing, POLAMB, alcohol liaison nurses with a view to tailoring specialisms in the night time economy
- Explore ways for venues/businesses to contribute to provision of some services such as sponsoring Night Zone and transport for customers
- Find ways for customers to get home without incident i.e. taxi marshalling and safer routes
- Review what treatments mobile clinical units can offer i.e. stitching simple wounds
- Consider ways of bringing partners together to contribute to decision making about the night time community

- Promote the night time economy to show case the industry
- Find ways to share live information about perpetrators to ensure venues do not admit them

Participants acknowledged that these ideas require investment, support from local government and a multi-agency response. They were therefore sensitive to the fact that these would require financial investment and recognised that the constraints of the economic climate might not be assistive in achieving these. The key themes identified in this engagement activity, however, can highlight how potentially current resources could be adapted to meet some of these priorities earmarked by the participants. The ability for strategic and operational bodies to respond to these areas need to be assessed according to *achievability* within existing resources and the degrees to which such ideas have secured *success* elsewhere. The final section will review these in light of this. The next section will conclude this report by reporting the key messages from this engagement activity whilst reporting on the development of a violence reduction action plan and the scope for taking these key messages forward.

Summary of Economic Conditions

- Constraint of resources was cited as being a significant barrier to better service delivery. Investment in bespoke night time economy initiatives have occurred and respondents report on their important value for enhancing safety.
- Respondents made lots of suggestions for further investment in terms of cost and also partnership building.

7. Findings and Recommendations: Developing Strategy and Practice for Violence Reduction in the Night Time Economy in Leicester City

This report has captured the complexity of managing the night time economy with a focus on violence reduction. Achieving violence reduction is not simply resolved by single mechanisms and techniques and therefore requires a joined-up strategic and operational approach. Much of the wider research conducted across the night time economy recommends that success is underpinned by partnership working (Hadfield and Newton 2010; Homel et al 2004). This section begins by highlighting what Leicester city is already doing well. This is followed by a brief summary of the key findings. Permission to continue and secure much of the good work taking place does require further or continuing investment. Some of the messages from this report does corroborate with findings from research across this sector. What this reports adds to current knowledge is that a review of stakeholder views provides important ideas and principles that can be mobilized using strategic and operational approaches. The evidence of partnership working in this report requires nurturing as it provides the social glue to secure good working relationships, compliance and responsibility.

What Leicester City is Doing Well

This engagement exercise has identified that Leicester city is providing key night time economy services and in some cases with much success. Much of this work also mirrors other national and local practice and correlates with other violence reduction initiatives outlined by other research. Areas of good practice and success include the following:

- Identification of 'hot spot' areas which are vulnerable to violence and disorder.
- A licensing and police licensing partnership which is underpinned by their proactive and community approaches.
- Citywatch forum which provides members (licensees and door supervisors) with access to information, guidance and live support via the radio service.
- Licensees making provisions to comply with Licensing Act and care for customers- ID checking techniques, controlling numbers, providing food and soft drinks, refusing to serve drunk customers, use of good security measures including experienced and trained door supervisors, calming measures such as creating family environments and music.
- Dedicated policing with fast response teams.
- Police briefing which can be attended by all services.
- Police and clinical joint provision- POLAMB.

- Multi-agency task groups to address a number of areas across the night time economy under the strategic arm of the Safer Leicestershire Partnership.
- Provision of safe places for visitors to access support and assistance – Night Zone.
- Presence of Street Pastors to provide care for vulnerable night time visitors.
- Temporary closure of Church Gate to enable better dispersal of visitors and access by emergency services.

The Key Findings: A Summary

- Maintaining standards across the night time economy is achieved through compliance with regulations and good practice. Balancing safety and working within resources and creating a healthy economy can be a challenge. There is a strong desire to maintain and extend standards. Barriers to this included lack of understanding about other services, working relationships, ability to invest in better practice and access to support.
- Good practice includes: coordinated forum through Citywatch to access support, advice and their radio service, licensee practices within venues to maintain compliance with Licensing Act, the city's shared agreement not to sell alcohol cheaply, designing in environmental features to keep night time visitors calm in venues, use of experienced and legitimate door supervisors, regulation of the security industry, joint local partnership between licensing and specialist licensing officers, focused policing- licensing officers and dedicated night time economy responsive teams, high visibility policing in hot spots, joint police and paramedic mobile unit- POLAMB, availability of voluntary services.
- Access and availability of training is limited across the city for all stakeholders. Despite training being available, this is uncoordinated and lacks consolidation. There is a desire for more frequent and diverse training to enhance knowledge and practice.
- The supply of alcohol across the city that exacerbates drunkenness and disorder has brought about a stigmatization of the industry and for licensees and door supervisors this has meant they are unable to promote their professionalism more extensively. There is evidence to support that licensees and door supervisors do accept a duty of care for their customers but it was felt this was not widespread or acknowledged by other stakeholders.
- Dealing with difficult situations as a result of drunkenness is a pressure point for all stakeholders. Stakeholders are routinely subjected to abuse (verbal and physical) from night time visitors. Stakeholders who used the Citywatch radio felt that this facility should be used more to help tackle these issues and help other services and visitors to keep safe.

- There is some frustration about the ways in which offenders of crime and anti-social behaviour are dealt with. Confidence in the Section 27 disposal (dispersal order) is limited.
- All stakeholders expressed some misunderstandings about what other services can do. As a result disproportionate expectations of services have emerged. Achieving trust and sound working relationships between services is limited by lack of understanding, negative experiences of services, stigma and ability to forge relationships based on time and resources.
- The night time economy in Leicester is diverse in terms of places (including types of venues), people and behaviour. Open and transparent communication and targeting the right resources to the right places at the right time can enhance this. Problems arise when crowds are able to gather, transport remains limited, extended availability of alcohol (including off-licenses), litter is allowed to gather, response times are delayed by accessibility issues and the availability of food is limited.
- Competing agendas between stakeholders is a barrier to enhancing working relationships and subsequent partnerships. Limited resources were identified as a significant barrier.

Overall three key themes require review and reflection. These have informed the recommendations outlined below.

Maintaining Standards

It is evident that stakeholders who engaged in this activity have a strong desire to maintain and/or improve on good practice across the night time economy. These include:

- Securing compliance through effective partnerships between different stakeholders i.e. licensing partnership input for licensees, use of reliable and legitimate security companies.
- Allowing members to achieve professionalization and challenging stigma associated with practice.
- Challenging permissive venues and unsatisfactory practice.
- Using resources and techniques to enhance compliance such as maintaining enforcement activities, providing training and support opportunities for all stakeholders and challenging myths and overcoming stigma about the night time economy.

Working Better Together

It is evident that no single set of actions or services can contribute to delivering a responsible night time economy- this requires a combined and synthesized effort from all stakeholders (see Homel et al 2004). Instead, finding ways to amplify current services and secure more productive and sustainable working relationships can assist in harm reduction. Moreover, securing new partnerships across the night time community could also be assistive. In addition, overcoming some of the barriers based on perceptions and attitudes towards different services also need addressing.

Service Enhancement

As a result of this engagement exercise it is evident there are some gaps, which if addressed, would benefit service enhancement. Overall these relate to the availability and understanding of information that is routinely gathered, especially by public services.

Recommendations: Identifying Priorities for Violence Reduction in the Night Time Economy

This section presents a framework for action based on the key messages outlined in this report. Assessing these priorities is based on the extent to which they are achievable within current resources. Wider research can also be informative in assessing some of the value and success of such proposals and where applicable this will determine their achievability. As a result, these priorities can be ranked according to 1) short term- what can be done now, 2) medium term-what can be done with further review, investment and reflection and 3) long term- what is hard to achieve. These recommendations were presented at an event which brought together key stakeholders. Attendees had an opportunity to discuss the recommendations in light of the findings of this consultation. The feedback provided the task group with a view of priorities and feasibility. As a result three strategies were identified to mobilise action; *communication strategy*, *training strategy* and *reducing harm strategy*. These strategies are intended to link to Leicester city's Night Time Economy Action Group and the Alcohol Delivery Group and this subsequent action plans were produced.

1. Short term- what can be done now

Feedback on the engagement exercise was presented back to the violence reduction in the night time economy task group. The group assessed which key messages they thought could be achieved in the short term. Criteria for making this assessment included their ability to respond to these within current resources as well as incorporate areas which they thought needed urgent attention. Recommendations for review and action include the following:

1. Maintain expert roles in service delivery i.e. licensing officer, licensing police roles, POLAMB, alcohol specialist nurses.
2. Widen and increase engagement and membership to Citywatch.
3. Promote and train venues and security companies to use the Citywatch radio more routinely. Carry out an audit of use of radio.
4. Promote alcohol harm agendas to venues and night time users. Maintain limits of cheap sales of alcohol, better promote sale of soft drinks and food.
5. Begin robust exploration of routine incident, crime and anti-social behaviour data. Understand patterns and trends according to repeat offender/victim, location, injury, alcohol consumption etc. Feedback the findings of this analysis to stakeholders.
6. Review position of Night Zone by considering a mobile unit which can cover the whole city or look to a more central location. Seek out sponsorship from venues to support this service.
7. Put together a getting home safe strategy across the whole city i.e. Safer Routes, taxi marshalling and staggered closing times.
8. Enforce temporary closure of Belvoir Street on Friday and Saturday evenings to enable faster response times for emergency services and assist in dispersal of crowds from the area.
9. Maintain knowledge of hot spot areas and types of incidents. Consider whether these locations and incidents need careful promotion across the night time community.
10. Restate licensing policies and offer support to venues and door supervisors to maintain standards.
11. Set up events and future engagement exercises to bring together the night time community to share good practice, discuss their roles and document enablers and barriers for strategic stakeholders to find solutions.
12. Allow the community to receive feedback on crimes and incidents i.e. via a website, email or SMS texts.
13. Review sanctions available to deal with disorder i.e. the use of ASBOs and restorative approaches.

2. Medium term- what can be done with further review, investment and reflection

The recommendations listed here will require further planning and investment and further consultation with a range of stakeholders.

1. Develop a consolidated training strategy across the night time community to include bespoke training for different stakeholders:
 - Licensees, bar staff and door supervisors- drinks refusal techniques, dealing with conflict, personal protection, health and safety, ID checking, compliance with Licensing Act, career development packages, Citywatch radio training, understanding violence.

- Dedicated policing teams- mentoring and shadowing of experienced police officers, shadowing of licensing enforcement, understanding disposals in the night time economy, learning about other stakeholders' practice such as shadowing door supervisors.
 - Clinical and voluntary sectors- personal protection including refreshers, dealing with conflict, mediation skills, Citywatch radio training.
 - Continuing development of public services training- train stakeholders on night time economy specific issues i.e. developing nursing roles to become night time economy specialists.
2. Pilot and design customer management plans for venues and incorporate into licensing conditions.
 3. Re-launch, promote and extend Zero Tolerance campaign across health sector and more broadly to the night time community.
 4. Introduce public toilets in the city centre.
 5. Monitor litter and disposal around hot spot areas with a view to reducing injury.
 6. Work with groups to promote alcohol harm and develop strategies to address behaviour of these groups i.e. Student Unions, youth and community groups.
 7. Look to other voluntary agencies to also support the night time economy i.e. St Johns Ambulance.
 8. Consider how regulation of the security industry can be improved to allow more local.
 9. Consider the introduction of 'white lighting' across the city to replace yellow lighting.

3. Long term- What is hard to achieve

The suggestions listed here are currently difficult to achieve and also aspirational. It is, however, of value to record these and look for opportunities such as additional funding to support these suggestions. Moreover, some of the suggestions below are a challenge to find solutions to. This is because they are complex and remain under researched. These include:

1. Tackle 'pre', 'side' and 'back'-loading of alcohol by developing a strategy to enhance harm minimization. Work with local businesses including independent and corporate organisations to develop responsible local strategies to minimize alcohol harm.
2. Explore legitimate ways to enable night time visitors to validate their age without carrying valuable ID i.e. making use of mobile applications that the industry and public services accept.
3. Provide other leisure opportunities in the night time economy that are alcohol free.
4. Incorporate mechanisms for the night time community to feed into decision making processes in relation to strategies, initiatives and projects i.e. lay membership from the community to multi-agency strategic groups and also a 'suggestion box' type mechanism.

Listening to the Night Time Economy Community

A considered approach requires strategic partners to find ways to respond the voices of stakeholders in this community. Moreover maintaining a sustainable and continuing dialogue between and across the range of stakeholders would enhance night time community relationships. Ensuring these priorities are implemented, sustained and dovetail with current agendas can be challenging. Finding ways to work better together by the adoption of a partnership model (see Appendix 1- Boeck's Partnership Framework) could be enabling to sustain compliance and extend responsibility and care for users within the night time economy. Promoting a night time 'community' is valued by stakeholders and the opportunity to contribute towards decision making has important benefits. Maintaining compliance and extending good practice underpins the ways in which the range of stakeholders described in this report can contribute to violence reduction in the night time community. Amplifying and expanding good working relationships and taking responsibility for the care of stakeholders and users in the night time economy is crucial. Upon reflection, techniques to work even better together could secure grounded and solid partnerships. It is these partnerships that also require investment.

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9. Appendices

Appendix 1: The Process of Building Partnerships Framework (Boeck 2012)

One of the key experiences of partnerships has been the degree of investment required to build partnership, and thus considerable attention needs to be paid to the processes underlying its creation and maintenance. A number of key issues are highlighted here:

- adopting an inclusive approach. Even though the core partnership might be based on a small number of partners, it is important to broaden this out whenever possible to include other relevant organisations recognised and assessed in terms of possible valuable partnerships;
- roles and responsibilities between partners have to be clarified at an early stage so that mutual expectations can be realistic. As the partnership develops, these roles and responsibilities might have to be revisited and/or renegotiated;
- the way in which partners complement (or not) each other has to be understood;
- sufficient time and commitment has to be devoted to reaching an understanding of each others' contributions and limitations, what people want and do not want to do within the partnership and how they can arrive at 'ways in' to each others' organisations. These efforts all contribute to building trust and establishing a relationship based upon equality
- it is essential that partners understand the differences in organisational agendas. Furthermore, the specificity of certain policies leads to differences in the definitions of desirable and successful outcomes, and these varying perspectives need to be explored for a partnership to be effective;
- the other side of the coin is the need to be supportive of each others' agendas, priorities and pressures, as this helps to cement relationships. However, one has to be vigilant that relationships do not become too cosy, because mutual questioning and challenging is important for the creative growth of partnerships.
- organisations have their own language and it is important that the different meanings given to the same key words are discussed.

- at a deeper level, organisations have implicit assumptions about each other, particularly, with respect to organisational purpose, ways of working, hierarchies and decision-making processes. These assumptions have to be made explicit and reality-checked so that misunderstanding and prejudices can be avoided;
- tensions between organisations are an inevitable part of developing partnerships. This does not need to be seen as negative, rather tensions can be productive when they push traditional boundaries, move discussions to a different (higher) level and release energy to jointly formulate new ways of working;
- sometimes organisations can suffer from internal tensions and get 'stuck'. The partner(s) have a potential role in becoming the 'honest broker' by asking questions, making suggestions which can be more acceptable from the outside than from the inside;
- it is important to take the long-term view on partnerships: investment serves to deliver on the 'big' objectives, and the smaller achievements on the way contribute to the cumulative gains.